

HP

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Challenge

**RESIDENTIAL
SECURITY**



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HP Challenge

U.S. Department of Housing and Urban Development

James T. Lynn, Secretary

William I. Greener, Jr., Assistant to the Secretary for Public Affairs

Tacy Cook, Editor

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Carol Cameron, Art Director

Wayne Eddins, Assistant Art Director

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Lloyd Davis, Ernest Gross, Patrick Henry,
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Ronald Weber, Dorothy Williams

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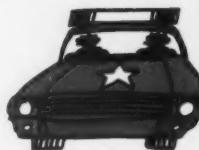
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NEW HUD OFFICIALS

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PAGE 2: HUD Assistant Secretary for Housing Management H.R. Crawford discusses HUD actions to promote security in housing.

PAGE 6: Oscar Newman, author of *Defensible Space*, describes some of the main points from his book.

PAGE 14: James W. Shumar, a HUD Crime and Delinquency Advisor, discusses his ideas on how housing management and tenants must work with local police forces to provide residential security within projects.

PAGE 24: Security is a daily concern in public housing and tenants are learning that by working together they can reduce crime and vandalism.

PAGE 33: President Nixon and Secretary Lynn continue to fill top posts within the Department.

NEXT MONTH:

Articles on Land Use Planning will cover many aspects of the topic, including HUD activity, State Commissions, zoning questions and the No Growth syndrome.

COVER: The cover art, which is carried through most of the residential security articles, represents walled-in housing in contrast with safe, livable dwellings that make for a healthy environment.

looking ahead

A Unique Experiment

Communities in coastal regions of the United States, home for more than 75 percent of the Nation's population, will benefit from a unique experiment getting underway with HUD assistance in the Long Island, N.Y., area, one of the most densely populated coastal zones in the country. The Nassau-Suffolk Regional Planning Board of Long Island, is testing the incorporation of coastal zone management techniques into the comprehensive development plan for Nassau and Suffolk counties and will translate their experience into guidelines for environmental and land-use planners in other coastal areas. With ecological considerations already limiting housing starts in some areas, and forcing up the cost of land and public facilities, this kind of approach—a blending of environmental and development factors in the urban growth process—is considered essential if the Nation's coastal zones are to accommodate all the people who will be living there by the year 2000.

Homesteading

A homesteading plan in Wilmington, Del., will offer abandoned homes to persons who will fix them up to city standards and then dwell there at least three years. A study shows the "best" of these abandoned homes will cost at least \$8,000 to put in good repair. The plan will begin with 10 homes and can be expanded to 94 if successful. Philadelphia, Pa., is also considering a homesteading program in which the "homesteader" would pay one dollar for an abandoned house and agree to live there at least five years. The homesteader would not have to pay real estate taxes during that period. He would be selected for his ability to refurbish the dwelling. Baltimore, Md., is considering a one dollar/three-year homesteading plan.

New Community

A new community to be built in southern New Jersey will combine farming with urban development. To be named "Farmington," the urban part of the new community is planned to house a population of 45,000 in the areas that are "good for housing"; while the soil that is "excellent for farming" will be continued in agricultural use. By the combination of urban and rural life, residents will be afforded the "convenience of a large city in an uncrowded, pollution-free setting," said Mark H. Watson, a developer of the project. The site of the project includes the Seabrook farms, reputedly one of the largest vegetable growing and processing operations in the world.

Small Towns

Dr. Peirce Lewis of Pennsylvania State University says that small towns are important tangible reminders of who we Americans are and where we came from—not in the form of sanitized "historic" restorations, but as genuine organic members of the American landscape. Pointing out that there are 7,562 small towns (those with populations of 1,000 to 25,000) with some 29 million Americans, Dr. Lewis believes "it is not too early to suggest that America would profit handsomely if the health of her small towns took a turn for the better."

Housing Production

Ginnie Mae President Woodward Kingman predicts that 1973 will be the third year in a row that new housing starts will exceed two million units. This is due in part to the stabilizing effect of new sources of funds for housing moving in sizable quantity into investment in Ginnie Mae pass-through securities, which is helping to offset the recent tightening in mortgage money. Mr. Kingman noted that while corporate pension funds previously have invested very little of their assets in mortgages, over 80 percent of the sales of Ginnie Mae mortgage-backed securities have been to pension funds and other non-mortgage-oriented institutions in a period of just three months.

Pedestrian Skyways

In St. Louis, plans for a convention center and mercantile center call for linking both to each other and to much of the rest of downtown St. Louis by a system of overhead pedestrian walkways. The idea is that these bridges would become part of a "skyway" system separating pedestrians from wheeled traffic. In Minneapolis, two more skyways recently opened downtown, bringing to 11 the number completed in a planned 64-unit network.

N.Y.C. Zoning

Mayor Lindsay of New York City has proposed an "overhaul" of the city's residential zoning law to make changes that would prevent construction of high-rise housing in neighborhoods of low-rise buildings. The proposal—the work of the Mayor's Urban Design Council—calls for "a dramatic reversal of the philosophy behind the current zoning law which fosters high-rise housing that is often bitterly opposed by residents of many neighborhoods."

Residential Security: HUD Activity and Leadership

By H.R. Crawford

HUD Assistant Secretary for Housing Management

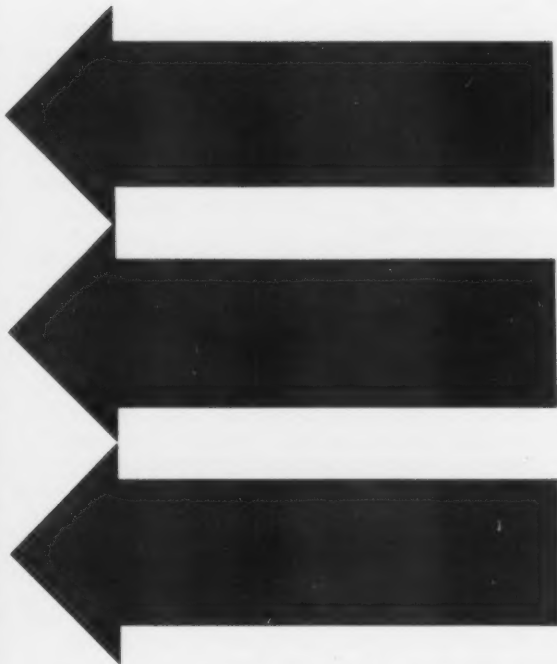
Tenants consider personal security and safety the most critical problems in public and subsidized housing. Thus this issue of *HUD Challenge* discusses the problems of residential security and approaches to their solution as a means of bringing the subject to the fore of management's thought and action.

We have stated the basic themes of good management, good administration and good use of community services to help solve the many problems of project residents. HUD has chosen to respond positively to this need by first obtaining a clear statement of the problem, and then developing the best answers using national talent, research, and local experimentation.

Attacking the Problem

Local and national organizations have begun an attack on the problem of residential security. The National Association of Housing and Redevelopment Officials, about two years ago, conducted several excellent workshops for members and the staffs of local housing authorities. The Law Enforcement Assistance Administration has also organized significant conferences around the same theme. They have fought apathy and a lack of concern by local administrators, who in many instances have to be shown the importance of the problem to residents.





The Senate Special Committee on Aging in the past year has conducted hearings in several cities, pointing up the nature of the problem locally. Hair-raising stories have been recounted by residents: of fearing to leave their apartments for days, weeks, and even months at a time; of police refusing to come when called; of brutal personal assaults in elevators, lobbies, hallways and other community spaces; of purse-snatchings and robberies; of residents carrying a dollar to be given to anyone who threatens assault.

This year, the American Association of Retired Persons has begun to conduct workshops on security for its members in individual cities. They have developed a major crime prevention program, covering topics such as street crime, burglary, fraud and community-police relations, using films, discussions and other audience-involving techniques. As a result, they have seen good attendance, with multiple workshops going on at different locations in a city simultaneously. Perhaps the climate is changing and people are becoming more concerned with doing something about personal safety.

HUD Leadership

Last year Temple University's Center for Social Policy and Community Development at the request of HUD

developed a four-step career ladder for residents of subsidized housing, in the field of security. These include: Resident Security Aide; Resident Security Officer; Security Officer II; Community Security Aide. This program would result in the training of trainers at the local level, who in turn could train hundreds, and ultimately thousands, of security aides and officers for meaningful employment at the project level.

Professor Oscar Newman, a pioneer architect in the field, has accused planners, architects and housing managers in the past few years of being ignorant of some elemental design concepts of the organization of living space. He is convinced that it is possible to minimize crime by better organization and layout of housing, recreation and parking space. He has received some significant assistance from HUD and especially the LEAA, and his major published works, notably *Defensible Space*, have begun to receive widespread recognition.

A number of programs have been funded under the auspices of HUD's Assistant Secretary for Program Development and Research. For instance, security provides significant components of several management improvement program contracts with local housing authorities. Personal hardware, emergency alarms and signaling sys-

tems, comprehensive security programs for entire projects are all being studied, and analyses and evaluations are now beginning to appear.

Parallel with, and frequently in cooperation with HUD's Program Development and Research Staff, LEAA and its National Institute for Law Enforcement and Criminal Justice have conducted studies of public housing security, such as security patrols in Boston and Providence. Vertical policing services, resident volunteer systems, civilian patrols, special police officers, are being studied in Boston, Bridgeport, St. Paul, Cleveland, Detroit, and Springfield, Mass.

Crime insurance has now emerged as a new area of HUD's endeavor, as Congress has mandated a role for Government, when private insurance failed to meet a pressing need for such insurance. Burglary and robbery insurance is available at reasonable areawide rates to tenants, storekeepers and businessmen through the same agents that sell commercial insurance. Here the Federal Government serves the ghetto directly, helping to correct a local imbalance.

A number of these topics are explored in this issue of *HUD Challenge*.

It is clear that we need to make everyone involved more aware of the urgent need to plan and provide for better security in all the various subsidized housing projects of this country. To that end, I have convened a meeting this fall of some of those who work in the fields of security, housing, subsidized housing, housing management and elderly housing to explore the problems and try to find some of the answers our residents have been seeking. Working in conjunction with the National Capital Housing Authority, we intend to focus thinking, exchange experiences and knowledge, and provide a jumping-off place for a series of new advances in the field.

Administrative Action

HUD has, for instance, begun a large-scale distribution of Oscar Newman's writings, through Housing Production and Mortgage Credit-FHA auspices, to our field and regional office staffs. We are convinced that a clearer awareness of the security aspects of design needs to be carried into new and rehabilitated structures and their environs. To the extent that architecture and layout can assist, we should apply these concepts.

HUD's Housing Management Office, at my request, has prepared a Security Handbook which is now ready for mass distribution to management throughout the country. A Security Specialist who prepared the handbook is working on my staff to collate materials, and alert the staff to what is going on in the field. I hope that several such specialists can be designated in each Regional Office, covering both design and operating problems of security, possibly by the end of the year.

A series of administrative reviews have been underway for some months now, to serve as a kind of security

audit of project management. I hope to see feedback from these reviews enter the mainstream of our management policy, so that changes can be made that will serve to make projects more secure, as well as more pleasant and satisfying places to live. For instance, it may be possible to bar the worst troublemakers from projects and ease the pressure on the others who remain. We may be able to waive certain occupancy criteria for high-rise apartments that have proven unsatisfactory for use by families with children. These criteria might make it possible to have more elderly occupancy per apartment in these high-rise structures than we would normally permit.

First-Hand Experience

I would hope to see more tours of the housing projects by their managers, so that more of us can have a first-hand experience of what living there can mean. Nothing by way of words or pictures can substitute for that kind of personal knowledge.

Modernization must take into account the security aspects of the rehabilitated structure. Thus, security will take its place as a significant criterion in judging the adequacy of rehabilitation and modernization plans.

The Temple University curriculum materials are now being tested on a nationwide basis, through the work of Shaw University and the Urban League Development Foundation. As the first graduates of this curriculum training begin to return to the field, we will have to study the effectiveness of these training concepts, to assure that the residents are ultimate beneficiaries of the program.

We shall keep our eyes open to any and all types of promising security equipment and techniques, such as the use of existing phone lines for emergency alarm systems; the further development of portable personal alarm systems; tie-ins of buildings with police or private security systems, and the like. But possibly even more important, we shall continue to explore the software aspects of the problem: the best mobilization of limited staff to meet emergencies; the best use of equipment by staff; the best ways of involving residents in their own destinies, so that they end up in a network of community relations that serve to protect them and their neighbors as well; the distribution and arrangement of residents, whether family or elderly, so that maximum safety for all becomes an important management consideration; the most rapid circulation of the results of research in this field, where we are just beginning to find some useful answers.

Finally, we will keep an eye on what other agencies and organizations, whether public or private, are doing. When meaningful ideas or techniques turn up, we will borrow them gladly, and apply them wherever they work. We plan to work with other groups and agencies, since the problem does not impinge on one department or structure only. Wherever possible, we will take the lead, with suggestions and proposals that will help ease the problems that residents face.

A sharp drop in reported crime in New York City public housing projects is attributed in part, to "tightened-up security" steps taken by the Housing Authority over the last two years, *The New York Times* reported. Security steps taken included installation of thousands of devices to prevent lock cylinders from being removed from doors and to prevent doors from being jimmied open, and installation of many ground-floor window grills. The Housing Authority reported a drop of 29 percent in serious crimes in 1972.

The Manchester (N.H.) Housing Authority attributes a significant reduction in management problems to tenant relations and services and its Tenant Council. In the past two years rent delinquency has dropped 45 percent; there has been a 40 percent decrease in the costs of breakage and vandalism; housekeeping has significantly improved; fewer calls have been made for police intervention; and cooperative programs with community agencies have helped both public housing residents and the community as a whole.

The North Carolina Department of Natural and Economic Resources, recipient of a HUD 701 Planning Grant, has assigned to its Division of Community Services the responsibility of assisting the State's 27 "hold harmless" cities—those with populations of less than 50,000—in anticipation of special revenue sharing of the proposed Better Communities Act. Operating statewide through its five regional offices, the Division has provided planning and management assistance to local governments through the 701 Planning Program for some 15 years.

After 10 short years, Reston, Va., has passed a milestone of economic accountability. According to a recent study conducted by Booz, Allen & Hamilton, the revenue dollars flowing to Fairfax County from Reston exceeded the expenditure dollars on Reston by \$1.5 million in fiscal 1972. The current revenues are being generated by the yet unfinished community of 20,700 people. In 1982, when Reston reaches its ultimate population of 68,100, Fairfax County expects revenue dollars from Reston to exceed expenditure dollars by a very substantial \$16.7 million.

The State housing finance agency concept continues to spread. Thirty States already have such agencies and at least eight legislatures in other States are considering proposals for creating housing finance entities. Existing State finance agencies have a total bond-issuing ability of almost \$5.5 billion. This does not include the States that place no limit on an agency's borrowing in the tax-

exempt market. State agencies have supplied approximately 170,000 housing units since the creation of the first such agency in 1960, with the majority of units being produced within the last five years. Obligations and reservations exist for approximately 72,000 more uninsured units, valued at \$100 million.

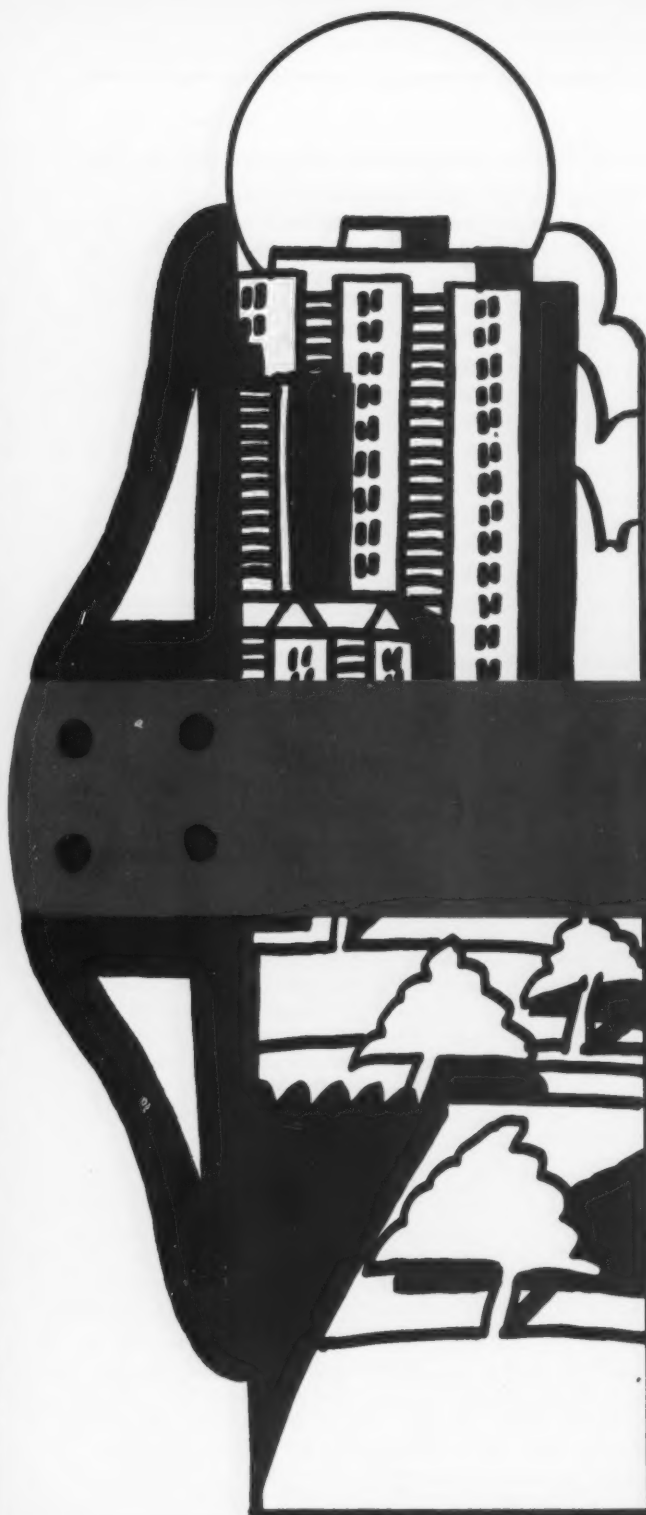
A new program begun by the Chicago Housing Authority to promote vegetable gardens by residents in all developments provides free vegetable seed and small plants to residents who plant and maintain gardens. The program is an opportunity for residents to provide themselves with fresh, high quality vegetables that will, at the same time, help to lower their overall food costs. Planting assistance and help in finding space for the gardens was given by CHA.

In the latest of a continuing series of contractual relationships between the Denver Urban Renewal Authority and a student corporation of Manual High School, named Creative Urban Living Environment, the renewal authority sold a vacant lot for the first of a planned series of single-family homes using prefabricated modules. The Manual students will assemble a four-bedroom, 1,008 square-foot house scheduled to sell for \$18,500. Construction is to be completed in September.

Local communities in Oregon are developing alternatives to Federal loans for home rehabilitation. The Portland Development Commission and eight leading Portland institutions have joined forces to create a fund of more than \$800,000 to be available for low-interest home rehabilitation loans for the Model Cities area. In Salem, a bond issue is proposed that will allow a small percentage of the fund to be earmarked for use in making loans for home rehabilitation. And Seattle's City Council has approved use of the interest on \$4.5 million of general revenue funds for four percent rehabilitation loans to prescribed rehabilitation areas.

William Lilley III, urban affairs authority, author and educator is the new Deputy Assistant Secretary for Policy Development. In the newly-created position he will direct the Office of Policy Development within the Office of Policy Development and Research. He has been a consultant to HUD since February and serves now as Vice-Chairman of the Housing Policy Review Task Force.

Owen M. Cornell, Jr., was appointed to the newly created position of Deputy Assistant Secretary for Legislative Affairs. Prior to his appointment, Mr. Cornell served as Deputy Assistant to the Secretary for Congressional Relations, a position he assumed in June 1969.



Defensible Space

By Oscar Newman

The security problem currently facing most housing management is not one which lends itself to easy understanding or remedy. A related problem is establishing where on the scale one could reasonably expect tenants to accommodate themselves to a few more burglaries and robberies per year. Unfortunately security breakdowns tend to be symptomatic of larger problems and are gradually accompanied by serious vandalism, a creeping decline in maintenance standards, increased vacancy rates, rent withholding, and, finally, bankruptcy or abandonment.

Over the past four years we have been examining the crime and vandalism problems suffered by moderate-income housing across the country. We have looked at the situation and considered the influence of both the social and physical factors. Where our findings are based heavily on in-depth analysis of the 150,000 units of public housing in New York City, we have checked these out with comparative examinations of the problems facing other cities, including Chicago, Cleveland, San Francisco, Boston, Newark, Jersey City and St. Louis. As a result of this study, we have been able to isolate from the many social and physical variables a few which seem to affect

and predict the crime rate most consistently.

Not surprisingly, we have found that as single variables the social factors are clearly the strongest predictors. A high percentage of broken families, teenage children, and welfare families will create problems in any setting. However, the most fascinating thing to come out of our study is that these social factors can be either significantly mollified or aggravated by the design of the physical environment. Large, low-income projects composed of high-rise buildings filled with problem families spell virtual



self-destruction. The same families placed in walk-up developments or in small projects are able to cope more readily. Therefore, while the social variable is the key factor in predicting the problem, the architectural variable is the one which can either prevent it from maturing or aggravate it into an unmanageable malaise.

Interaction of Variables

An understanding of the interaction of the social and the physical variables is essential both to the design of new housing and to the modification of existing stock. As an example: early on in our work we identified high-rise, double-loaded corridor buildings as the most crime prone, and the elderly as the most vulnerable of the tenant population. In New York City tenants in public housing high-rise buildings, three stories and over, suffer over two times the felony rate, and six times the mugging rate of those living in walk-ups. (See charts page 8.)

The elderly normally experience three times the crime rate of the average housing authority tenant, and five times the average rate if placed in high-rises mixed in with broken families. But, if the elderly are placed in a high-rise that they have exclusively to themselves, the

crime rate within the building can be reduced to virtually zero. Obviously a separate analysis of both the social and the physical variables would not have predicted the results of this peculiar combination. Every security system, whether employed as design directives for new housing, or in "after-the-fact" modification, will only stand a chance of succeeding if it considers the social and the physical variables in combination.

There are four fundamental approaches to providing security in residential complexes:

1. Creation of a fortification with limited and controlled access points.
2. Subdivision of a large residential complex into smaller components so that each can be controlled naturally by a small number of residents.
3. Relocation of a particularly crime-prone group into a safe area occupied by that group alone.
4. Inundation of a residential complex by security personnel.

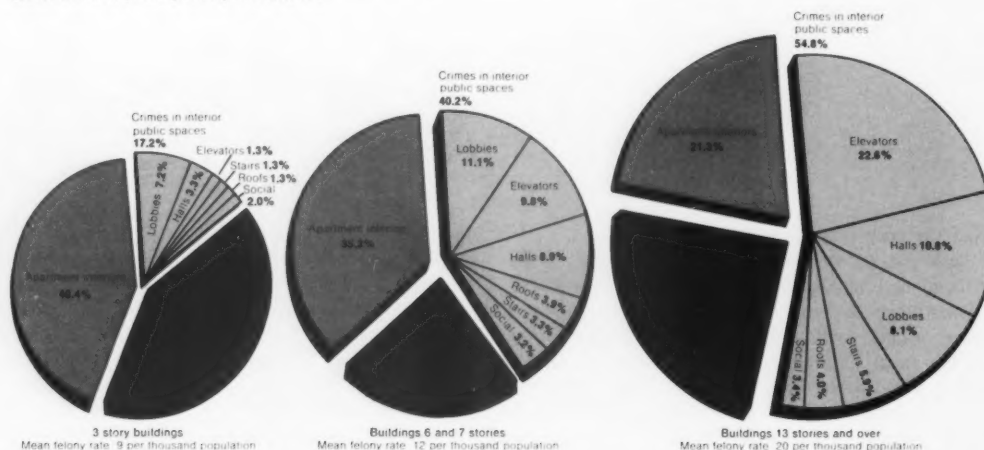
Of the four, the last is both the most costly and the one most prone to failure and abuse. It is used in areas where any form of physical restriction to access is difficult to accomplish or in situations where the residents' tolerance of any curtailment of their freedom of access or egress is limited.

Once a residential environment is in existence, it is very costly, if not impossible, to undertake any extensive subdivision of areas, or to improve the surveillance capacities of residents or their agents. If, on the other hand, one is able to start from scratch, or modify the grounds extensively, the second approach—subdivision of a complex into naturally controlled sectors—is the most desirable. We have called this second approach to the provision of security "defensible space." It is summarized briefly later on.

Every approach to security design, however, must be tailored to the residents served, and the management and personnel available. Creation of a fortification with limited and controlled access points will not work in all situations. One must be careful not to develop a security system that depends on resources which are simply not available or on behavior which is not normal to a resident group or management.

A few examples will serve to make the point: In

Place of occurrence of crimes in buildings of different heights
Source: New York City Housing Authority Police-1969 data



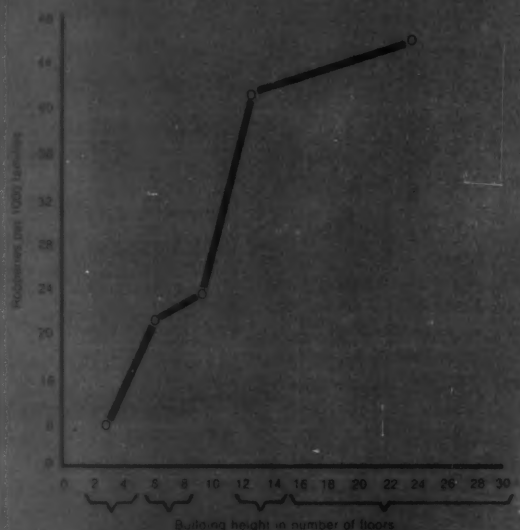
many low-income housing projects, the criminals burglarizing apartments and robbing tenants are also residents of the project or the frequent visitors of residents. In a middle or upper-income high-rise building the use of a doorman to screen entrants can effectively prevent all crime from occurring within the building; this solution, were it economically feasible, would prove only minimally effective in a low-income housing project.

The installation of an intercom system works best in buildings with less than 50 families sharing an entry. (In all elderly buildings this number can be increased to 150 units.) In buildings housing over 50 families the numbers moving in and out during the peak periods, around eight in the morning and six at night, make control very difficult and produce a virtually open building. Similarly, young children are peeved by intercoms and will place gum in the locks. Teenagers who are frustrated by closed doors and absent parents are also strong enough to break through the locking hardware. The installation of intercoms, then, clearly works best among a population that is adult and that shares a uniform desire for security. Children who are well-disciplined can be made to obey rules, but then this depends on a parent being home much of the time so as to be able to respond to children via the intercom.

It is very difficult to secure a complex which houses many broken families with teenage children. In this setting the teenagers virtually run the project and security provisions in no way serve their interests. Of all possible

Frequency of robberies by building height

Source: New York City Housing Authority Police Statistics-1969



LEFT—Top chart refers to place of occurrence of crimes in buildings of different heights. Lower chart shows frequency of robbery by building height.

RIGHT TOP—It is important to incorporate amenities and facilities which answer specific occupant needs and locate them within the defined zones of influence of particular groups of inhabitants.

RIGHT BOTTOM—Symbolic barriers define areas or relate them to particular buildings without physically preventing intrusion.

groups teenagers suffer least from the lack of security in a housing complex and are seldom, if ever, victimized. Teenagers also prove to be the age group most commonly apprehended for burglaries, robberies and assaults. In a large project of over a thousand units composed of high-rise buildings in which welfare families with teenagers form better than 50 percent of the population, the situation will become disastrous. It may result in the destruction and closing down of most buildings in a few short years.

Reassigning Tenants

If the shifting around of population is a possible option open to a housing authority, there is another set of security measures which can be undertaken. This involves the re-grouping of the most vulnerable tenants, the elderly, into their own building.

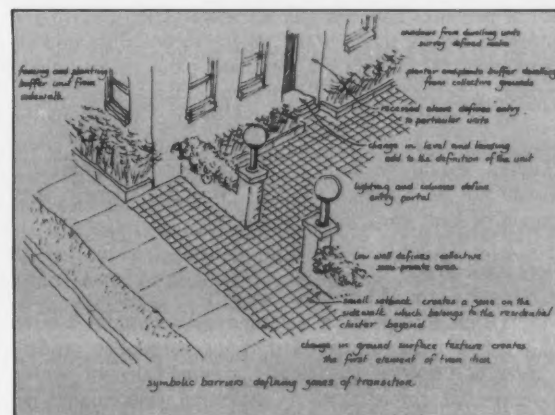
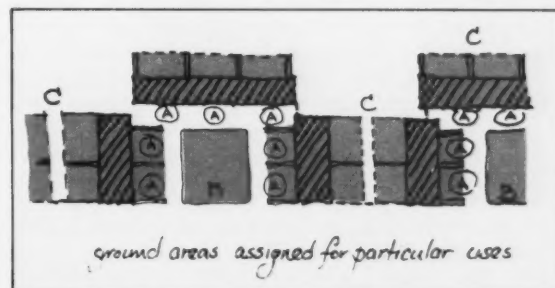
The success of elderly high-rises has been demonstrated in many different cities, including instances where they have been located in high-crime areas: Van Dyke II in the Brownsville section of New York City and Washington Park in Lower Roxbury, Boston. The governing condition, however, is that the building be exclusively for elderly use; no families with children should be permitted to share the same building. Contrary to many planners' idealistic formulations, housing authority managers find that most elderly prefer to live among themselves, away from noisy children and from physically active teenagers in particular. A good many elderly, it appears, would prefer not to be even remotely adjacent to a housing project containing children.

The elderly living in a single building produce something of an extended family. They tend to keep similar hours and habits. Many are retired and spend much time in socializing and getting to know each other. It is quite common for a group to spontaneously set up a table at the entry to their building so as to control access. In this way, they effectively come to serve as their own doorkeepers. As they are usually in bed by midnight, there are seldom difficulties resulting from comings and goings after the volunteer doorkeepers have gone off duty.

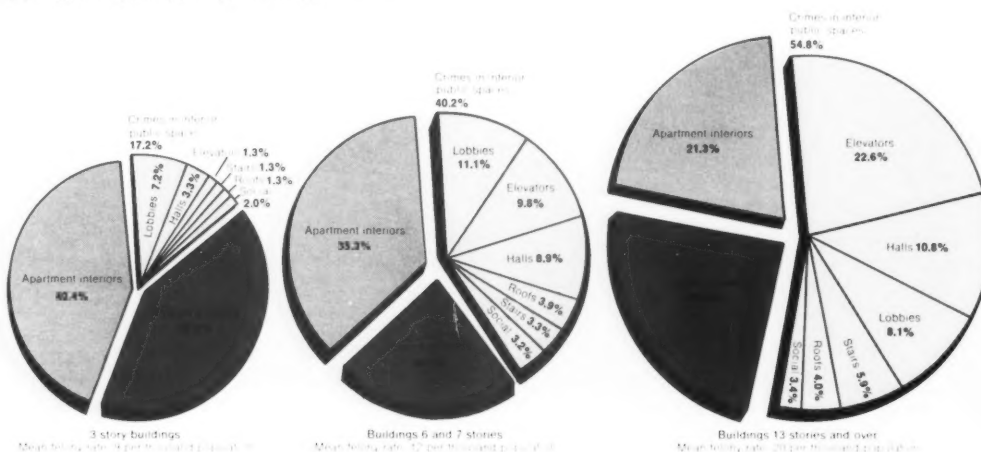
To facilitate the operation of tenant doorkeepers in a high-rise building for the elderly, entry should be limited to one portal that is easily controlled visually. The provision of an alarm that will call the police automatically is a good back-up device to place at the tenant volunteers' disposal in case someone has pushed his way past them and into the building.

The following general guidelines for repositioning seem to emerge: for low-income families with children—particularly those on welfare or classified as problem families—the high-rise apartment building is to be strictly avoided. Instead, these families should be housed in walk-up buildings no higher than three stories. Entries and vertical and horizontal circulation corridors should be designed so that as few families as possible share a common lobby. This puts a density limit of about 50 units per acre on a housing project composed solely of this housing type. Although this density may be too low for cities like New York, it will satisfy the density requirements of most other cities. It should be remembered that with all their appearance of high density, Pruitt-Igoe was built at only 48 units to the acre.

A reasonable way to increase the density of a housing development that must be built at greater than 50 units to the acre is to mix in a few high-rise buildings for the



Place of occurrence of crimes in buildings of different heights
 Source: New York City Housing Authority Police Statistics



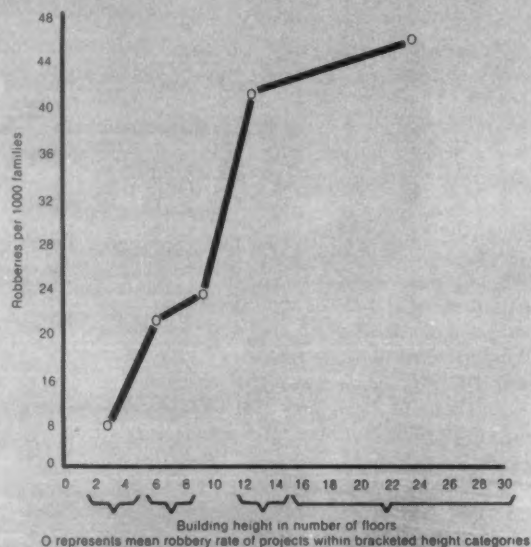
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If the shifting around of population is a possible option open to a housing authority, there is another set of security measures which can be undertaken. This involves the re-grouping of the most vulnerable tenants, the elderly, into their own building.

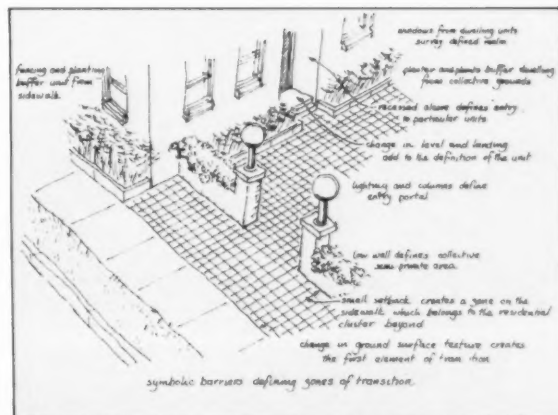
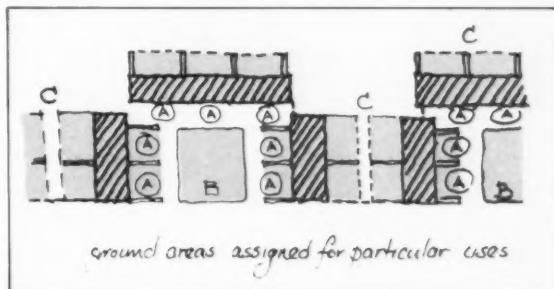
The success of elderly high-rises has been demonstrated in many different cities, including instances where they have been located in high-crime areas: Van Dyke II in the Brownsville section of New York City and Washington Park in Lower Roxbury, Boston. The governing condition, however, is that the building be exclusively for elderly use; no families with children should be permitted to share the same building. Contrary to many planners' idealistic formulations, housing authority managers find that most elderly prefer to live among themselves, away from noisy children and from physically active teenagers in particular. A good many elderly, it appears, would prefer not to be even remotely adjacent to a housing project containing children.

The elderly living in a single building produce something of an extended family. They tend to keep similar hours and habits. Many are retired and spend much time in socializing and getting to know each other. It is quite common for a group to spontaneously set up a table at the entry to their building so as to control access. In this way, they effectively come to serve as their own doorkeepers. As they are usually in bed by midnight, there are seldom difficulties resulting from comings and goings after the volunteer doorkeepers have gone off duty.

To facilitate the operation of tenant doorkeepers in a high-rise building for the elderly, entry should be limited to one portal that is easily controlled visually. The provision of an alarm that will call the police automatically is a good back-up device to place at the tenant volunteers' disposal in case someone has pushed his way past them and into the building.

The following general guidelines for repositioning seem to emerge: for low-income families with children—particularly those on welfare or classified as problem families—the high-rise apartment building is to be strictly avoided. Instead, these families should be housed in walk-up buildings no higher than three stories. Entries and vertical and horizontal circulation corridors should be designed so that as few families as possible share a common lobby. This puts a density limit of about 50 units per acre on a housing project composed solely of this housing type. Although this density may be too low for cities like New York, it will satisfy the density requirements of most other cities. It should be remembered that with all their appearance of high density, Pruitt-Igoe was built at only 48 units to the acre.

A reasonable way to increase the density of a housing development that must be built at greater than 50 units to the acre is to mix in a few high-rise buildings for the



elderly with the three-story walk-ups built for families with children. It is important, however, to keep buildings housing the elderly to themselves. They should be located at the periphery of the project, immediately adjacent to surrounding streets.

Many housing authorities embark on a program of placing all their "problem" families together in one building or one project. This action, it is hoped, will at least keep the other projects safe. The problem encountered in this approach is that the projects or buildings in which the problem families are housed deteriorate quickly, and the crime rates climb so high that others will no longer move in. The building or project then develops high vacancy rates, suffers increasing crime and vandalism and finally faces abandonment. The problem families, of course, are gradually moved into and concentrated in other buildings or projects, and the process begins again.

Another approach involves dividing up the welfare families so that only a small percentage (10-20 percent) are placed in any one building or project. This puts the teenage children and rowdy boyfriends of the ADC mothers, under social controls and restraints from other residents, particularly male heads of neighboring households. This program again works best in small buildings where only a few families (20 to 60) share an entry. Social pressures and controls are more easily exerted and enforced among small groups. High-rise buildings housing more than 60 families are too anonymous in nature and provide a perfect ground for resident criminal activity.

As a general rule, if the assigning of population among buildings is an option, broken families with older children should be kept out of elevator buildings, and should not be clustered together. Most importantly, they should be kept away from the elderly.

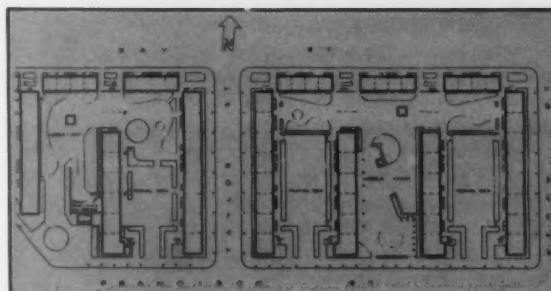
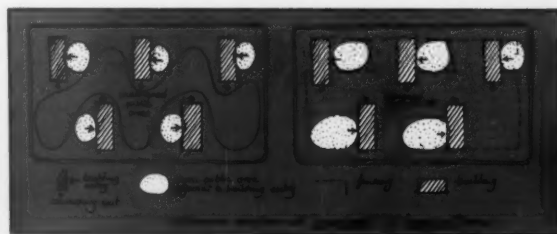
Defensible Space:

A Natural Form of Providing Security

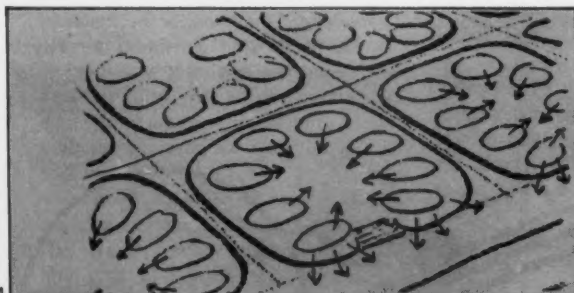
"Defensible space" is a term used to describe a series of physical design characteristics that maximize resident control of behavior—particularly criminal behavior—within a residential community. A residential environment designed under defensible space guidelines clearly defines all

areas as either public, semi-private or private. In so doing it determines who has the right to be in each space, and so allows residents to respond to any questionable activity or persons within their complex. The same design concepts improve the ability of security personnel to better perceive and monitor activities within the community.

Implementation of defensible space utilizes various elements of physical planning and architectural design,



1. To create territorial areas, subdivide housing developments creating zones of influence for the inhabitants of particular buildings and building clusters.
2. & 3. North Beach public housing in San Francisco was built at the same density (50 units per acre) as Pruitt-Igoe in St. Louis, but North Beach is composed entirely of walk-up units, is fully occupied and has a long waiting list.
4. The figure illustrates a territorially defined site plan which is reinforced with surveillance opportunities.
5. Author Oscar Newman delivers a lecture.



including the grouping of dwelling units and pedestrian paths, and the positioning of small architectural elements such as windows, stairwells, doors, and elevators.

Although defensible space is most effectively created during the initial design of residential environments, there are a series of small-scale physical design techniques that can be used in planning defensible space for existing residential areas. These include subdividing a project (or building) to limit access and improve neighbor recognition; defining an area symbolically as coming under the sphere of influence of a particular group of tenants; and finally, improving the surveillance capacity of tenants to reinforce the above two measures.

The term *limiting access* refers to the use of physical design to prevent outright, a potential criminal from entering certain spaces. While no barrier is impregnable, the physical barriers of this type are real and relatively difficult to overcome.

In contrast, it is possible to also use psychological or "symbolic" barriers, which while presenting no physical restriction, discourage criminal penetration by making obvious the distinction between stranger and intruder and bringing all activity under more intense surveillance. An intruder invading the space defined by such symbolic barriers becomes conspicuous to both residents and passing police.

Improved neighbor recognition plays a key role in the functional workings of psychological barriers. If by redefining areas, neighbors can be made to recognize one another, then the potential criminal cannot only be seen, but also perceived as an intruder. This new subdivision of space will also reinforce residents in their feelings that they have the right to intervene on their own behalf.

Creating this sense of responsibility and capability on the part of tenants is the premise of defensible space. A natural form of security is provided in a space perceived by the tenants as defensible. ©

Mr. Newman is director of the Center for Residential Security Design, a nonprofit corporation based in New York City. His book, *Defensible Space*, has been widely reviewed since its appearance in 1972.

Planning Improved Security

Too often, even among large and sophisticated housing management concerns, ambitious security measures are undertaken with little prior planning. The unfortunate tendency is to install costly and complex systems for lighting, electronic surveillance or security personnel forces without first determining whether the system is the best feasible solution to the project's actual security problems.

This tendency is widespread enough to call for beginning this discussion with a truistic admonition: in so important and complicated a matter as residential security, management should look very carefully before it leaps. Thorough planning at the outset yields dividends in terms of both cost and effectiveness; lack of planning incurs the risk of substantial waste.

There are no textbook solutions. No standard set of security measures can be realistically prescribed for all of the tremendous variety of multifamily housing properties throughout the Nation. In each instance, the security program must be tailored to the circumstances of the particular project. This tailoring process is what planning is all about.

Coordinated Participation

The planning as well as the implementation of a residential security program requires the coordinated participation of four key partners—management (including the owner and managing agent in the case of privately owned housing), the residents' organization, the local police department and local social services agencies. The degree of each partner's involvement will of course vary from project to project and task to task, but generally management, being in the best position to focus the activities of all parties on the particular

project over a sustained period of time, must take the lead in overall planning and coordination. The plain fact is that if management does not undertake this lead role, none of the other partners is likely to do so.

Good planning takes time, and thus poses a familiar type of conflict—between the need for immediate attack on critical problems and the long-term advantages of thorough preparation. There is no neat solution; this dilemma dictates sensible trade-offs.

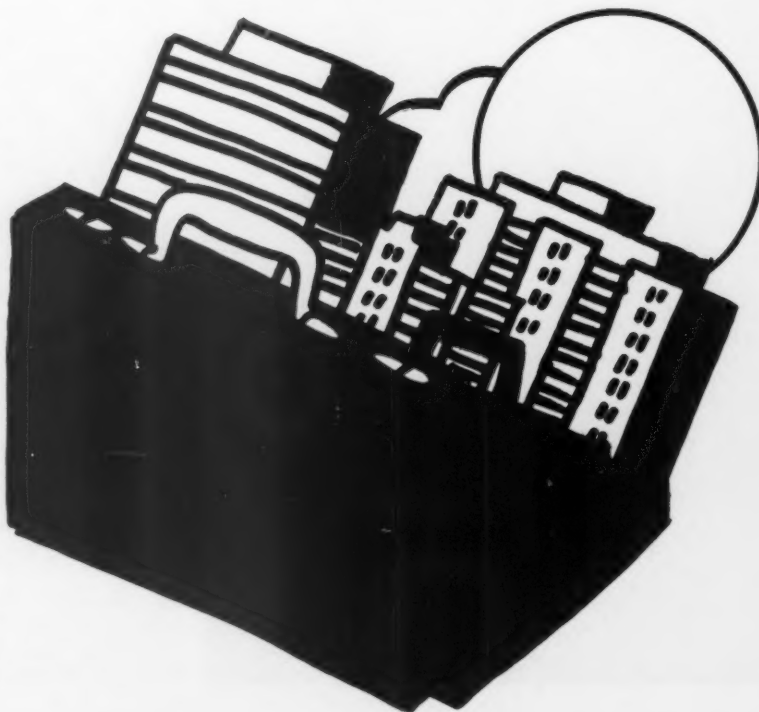
In any event, even emergency action should be founded upon a solid base of factual investigation and analysis. At the very least, a rapid survey is necessary to determine what kind of emergency really exists and what can feasibly and appropriately be done about it. Where it is necessary to take some degree of quick action, care must be taken not to shut off opportunities for more deliberated follow-up.

Planning Methodology

While a standardized result is unrealistic, a relatively standardized approach to the planning process itself can be validly suggested. Whatever the characteristics of the project, its residents and the surrounding community, and whether security problems are major or minor, the basic planning methodology is the same: get the facts, build alliances, make reasoned decisions; assemble resources; evaluate and modify on a continuing basis.

A common pitfall is reliance on conventional wisdom about crime problems and protective measures. Even experienced management personnel should test their assumptions by objective investigation of the facts. Nor should the perceptions of residents or the police be accepted uncritically. While common sense is an indispensable ingredient, "common knowledge" may well be nonsense.

The first step in sound security



planning is therefore to obtain all of the facts pertaining to the nature and degree of the threat of crime and vandalism, the various options for specific protective measures, the available means of assistance, and the applicable constraints on positive action. Management, with the assistance of the other key partners, should make every effort to obtain full answers to the following questions:

- What is the exact nature of the probable threat of crime and vandalism in the immediate future, in terms of specific types of offenses and factors which tend to encourage or deter each?

- What are the relevant characteristics of the project's residents, e.g. age, employment, family structure, attitudes and standards?

- What are the security strengths and weaknesses in the project's physical design, equipment and hardware?

- What are the relevant characteristics and trends in the immediate neighborhood and wider community, e.g. crime patterns, economic trends, community facilities, attitudes and standards?

- How effective are existing policing services, including those of the regular police department and any type of housing security personnel presently utilized for the project?

- What are the relevant needs of project residents for social services, e.g. employment assistance, drug treatment, recreation, programs for the elderly?

- What are the possible options for new design, hardware and software measures to combat crime and vandalism, and what would be the costs of installation and operation?

- What is the impact of security on the project's regular operating budget, in terms of past costs (including direct and indirect loss and damages as well as direct expenditures for protective measures) and the ability to absorb costs of new measures?

- What resources (in terms of funding, technical assistance and other types of aid) are available,

other than from the project's regular operating budget?

Only when this information is assembled can management adequately assess what needs to be done, as well as what can feasibly be done about crime and vandalism in the project.

Fact Finding

One of the factors which may be revealed by this in-depth inquiry is that residents nurture fears which do not correspond to the actual threat of crime. Since the sense of security in the minds of residents is inherent in the very meaning of the word "security", such fears are themselves genuine problems which must be addressed in the context of the overall plan of action.

Concurrently with the fact-finding phase, management should begin to cement strong alliances with the other key partners—the residents' organization, the police department and local social services agencies. Definition of their roles should be an intrinsic part of the total assessment, and for purposes of factual investigation itself, each is a potentially rich source of basic information.

When these steps are completed, it is possible to proceed with reasoned decisions as to what particular measures are best suited to the project's needs and constraints. Cost-effectiveness analysis is imperative, but human factors, such as resident acceptance of a particular measure, are no less crucial.

In making decisions on residential security, management is entitled to assert its due prerogatives. However, as a practical matter, the other partners must be fully involved in the decisional process. Many protective measures simply will not work without the support of police and residents.

Implementation

Once decisions have been reached, the necessary resources for their implementation must be assembled. This may force important revisions to the plan. In lower income housing, the most difficult constraint is apt to

be funding. To the extent that additional security costs cannot be financed out of regular operating revenues, the only recourse is to seek funding from Federal, State and local government agencies.

Planning should continue even after decisions are translated into action. Evaluation and revision are never-ending tasks if the project's security program is to keep pace with changing conditions. In the course of its everyday responsibilities for the project's operation, management is in a unique position to oversee these tasks.

In the case of the small project, or one where needs are few or constraints heavy, this planning process and the resultant security program may well be modest. At the other extreme, the large housing operation (and especially the large local housing authority) will require extensive planning and action. Nevertheless, the basic planning principles discussed above are adaptable to all circumstances.

Certain technical aspects of security planning may be beyond the capabilities of regular management staff. Some large concerns have found it worthwhile to place security specialists on their staffs, but for specialized advice on design, electronic surveillance and alarm systems, hardware and security personnel forces, the services of qualified consultants may be necessary. Where extensive physical changes in buildings and grounds are contemplated, it is essential that architects and landscape architects be well-versed in the current state of the art with respect to security aspects of architectural design.

Additional technical assistance is available through numerous publications. HUD's new *Handbook on Security Planning for Multi-Family Housing* provides an introduction to the subject from the management viewpoint. Since new materials in this field are appearing at an increasing pace, libraries should be checked for up-to-date bibliographies. ☛

Wayne Hunter
HUD Housing Management

Security... Another Household Word?

By James W. Shumar

To be free from danger and to avoid the feelings of fear and anxiety is a goal increasingly sought by individuals and by institutions, for themselves and for others. Consequently, security is also a great concern in the area of low-cost public housing.

As current conditions drive fear and anxiety across more and more thresholds and into the homes of Americans, "security" is becoming a household word. It seems destined to take its place in the vernacular along with a number of other already well-established expressions of human concern and official engrossment, such as civil rights, poverty, consumer protection and environment.

I perceive a substantial cause-and-effect relationship between many of our past well-intended program efforts to address symptoms such as unemployment, poverty, inadequate housing, physical decay and traffic congestion and much of our presently perceived panoply of plights, including our concern about security. We have so often in the past taken tactical measures which have proven to be, in the end, strategically erroneous and even disastrous.

Few people would disagree with the proposition that changing life-styles and living patterns of large masses of our population, the physical alterations and growth of our cities, and the increased density and multiple-dwelling format of our housing environments have increased crime and delinquency, the principal threats to security. These phenomena are frequently cited as being the outgrowths of progress and as the generative factors underlying physical, economic and social programs of Federal assistance.

Unprogrammed Consequences

In much of the turmoil and trouble of today, I believe our society is witnessing and experiencing the unprogrammed consequences of the combined and cumulative effect of many of our past Federal assistance programs and local approaches toward their implementation. And I perceive, in the current and mounting interest in the subject of security, a strong likelihood that program efforts toward improving security, particularly in public housing, may foster certain unprogrammed consequences which will just as surely plague us in the future.

This is not to scorn Federal assistance programs or local efforts, past or present. It is simply to point out that in addition to the intended consequences of many of our programs, which may be desirable, there have been many unintended consequences, a number of which are undesirable.

For instance, in seeking to improve security through

architectural and site changes and hardware usage, we can turn indefensible dwellings into impregnable fortresses. However, in our zeal to achieve security, we can unintentionally destroy the habitable qualities of the building. An over-security atmosphere can be as uncomfortable to life as an under-security atmosphere.

There are sociological aspects of security and there are architectural and other design and physical features of buildings and grounds affecting security. All these are important and in each of these areas there is increasing interest, programs and activity. Along with this runs the ever present and prospective risk of unprogrammed consequences.

Police Services

Another aspect of security which has become a subject of increased attention is police service delivery. This subject is attracting particular attention in the area of public housing. With respect to police services there is a temptation for many well-meaning agencies and individuals to embrace an unwise and ill-considered programmatic approach to public housing security, which has unintended and undesirable consequences.

There appears to be an increasing tendency on the part of both housing management and tenants to look beyond or away from the regular, local police department for the delivery of police services. In some instances, unfortunately, this is encouraged by the local police department. In all instances, obviously, it arises out of dissatisfaction with the service the local police department is providing.

Tactically, seeking extraneous police services may often appear advantageous or even necessary, but strategically, I can imagine many instances wherein it will prove a serious error. Housing security, whether it relates to public housing, high-rise housing, low-cost housing, or whatever, is not a strange, new phenomenon and it does not demand new agencies, public or private, to deliver police services. It calls simply for bringing the local police department into contact with its current responsibilities.

Management Action

The responsibility for doing something about improving police service delivery to public housing projects rests primarily with housing management and with police management. There is nothing simple about this responsibility and the reasons for inadequate police service are many and varied.

There are situations in which the local police department fails or refuses, openly or covertly, to deliver services to public housing projects. There are situations

where local police service delivery is undertaken, but in form more than in substance and on a highly selective basis. There are situations where police service to public housing amounts to "overkill," in the sense that it seems oppressive. Some local police departments make every effort to provide service to public housing projects, yet fall short in terms of results. None of the above situations promote freedom from fear and anxiety among the tenants or management. However, neither do they justify looking beyond the local police department for the delivery of police services.

The separateness of projects from the community at large is, I suggest, the foremost deterrent to effective social control of crime and delinquency within public



housing projects. Too many of them exist as quasi-Federal "institutions" wherein the tenants are viewed and take on the characteristics of inmates and management becomes their keepers.

A public housing project that operates and exists apart from the community at large simply cannot logically expect to be serviced as if it is a part of the community. If such a condition has been imposed upon the housing project, through no fault of its own, then its management must alleviate the cause. If, as is so often the case, the condition is at least partly self-imposed, then management must take steps to encourage the project and its tenants to rejoin the community. Whatever the case, unless the project becomes a part of the total community, it is not likely to receive its fair share of the services of the community.

The other problem is police management. The most common weakness in police management today is, in my opinion, police resource utilization and allocation, particularly with respect to manpower.

As social and technological conditions have changed, the basic police department reaction to the change has been simply to enlarge the size of its manpower, yet retain much of the same, traditional organizational structure and follow much the same operational procedures. Police manpower utilization and allocation, in other words, has been much more influenced by the growing overall enormity of the police challenge, than by the changing specific needs for police services.

I am suggesting that the answer to the police service delivery aspects of public housing security problems lies, in considerable measure, in a more rational manpower utilization and allocation on the part of the local police department. I am convinced that the answer does not lie in substituting special purpose or private police agencies for the local police departments. A separate housing authority police department, special housing security force, or other substitute for the service delivery system of the local police department represents, to me, a monument of failure on the part of that police department and an ill-considered and unwise investment on the part of housing management.

Substitute Police Forces

That certain public housing authority police agencies are of outstanding caliber cannot be denied. The New York City Public Housing Authority Police Department, for example, is a superb agency. It may even be true that the quality and quantity of services delivered by special housing authority police agencies would not likely have been equalled by the local police department under

prevailing circumstances. This is a tribute to those housing authority police agencies, but is not a tribute to the local police department. Rather, it exposes a tax-supported weakness on the part of the local police department.

A public housing project that already suffers from being isolated from the mainstream of the community is quite likely to become even further isolated by creation of a special-purpose police agency as a substitute for local police department services. Such a move severs one more tie that the project might have with the rest of the community. This seems hardly a propitious tactic in a situation where integration is more in order as a strategy.

Not uncommonly, relations between the tenant population of public housing projects and the local police department are strained. This may induce both tenants and police to be attracted to the idea of substituting another police agency in place of the local police department for delivery of police services to the project. However, such a tactic is more likely to worsen than to improve tenant-police relations. Tenant contact with the local police will not be eliminated. However, such contact that does occur is more likely to be limited to negative, rather than positive, circumstances. Thus, the relationship between tenants and the local police department continues, but tends to become even more strained.

Perhaps the most practical, down-to-earth reason why creation of a substitute police agency should be avoided is cost. The expense of supporting a special-purpose police agency for public housing is simply not justifiable. It now costs some \$30 million annually to support the New York City Public Housing Authority Police Department. Of necessity, it requires considerably more money to secure a given quantity of special-purpose police services than it does to secure the identical quantity of services from the local police department. This is due to the unavoidable duplication of supporting resources such as communications, records, equipment and facilities.

There is a growing trend among cities and counties to consolidate multi-jurisdictional government services—particularly law enforcement services—in order to economize and improve efficiency. This is in keeping with the increasing awareness that fragmented service delivery, even among traditionally separate and distinct entities within a region, is more costly and less efficient. To create a special-purpose police agency within an existing police bailiwick and fragment the delivery of police services seems retrogressive in the light of experience.

In the case of federally assisted public housing, creating special purpose police agencies is a negative cost consideration. To begin with, at the time it undertook to accept the benefits of Federal aid, the local government

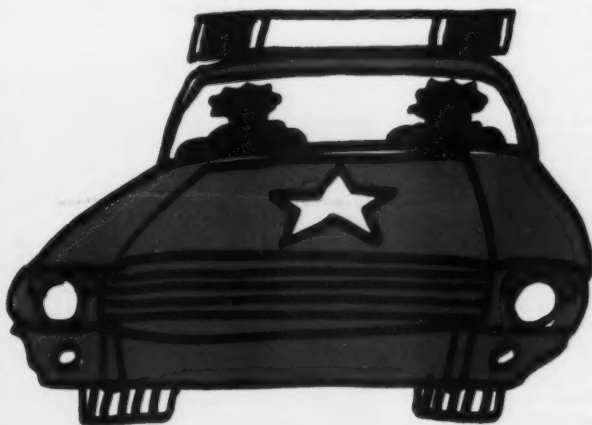
agreed to provide public services to the housing project. This includes police services, and the project should not have to seek such services from a separate, special-purpose agency any more than it should have to look elsewhere for water or fire protection. To pay for such services, federally assisted public housing projects contribute payments in lieu of taxes. These payments should entitle the project to share in local police department services and not require the extra expense of a special purpose police agency for such services.

According to its operating statement for the current year, the New York City Public Housing Authority will spend \$35.5 million for routine maintenance costs of its federally assisted public housing. For these same federally assisted units, it will spend \$6.9 million for protective services. Thus, for every five dollars expended for maintenance, the Authority is spending another dollar for special-purpose police services. The costs of providing, administering and maintaining public housing are high enough without the addition of such an expensive luxury.

Augmentation not Substitution

It must be remembered that while the police can deliver services tending to enhance security in public housing, it is unreasonable to expect them to deliver "security." It must also be noted that avoidance of creating a substitute for local police service delivery does not necessarily proscribe the creation of some sort of security force to augment the police services. The extent to which any such augmentation may be desirable depends upon the nature of the security problem in the given situation and the goals, program and service delivery capabilities of the police.

Many of the security services needed in housing



projects, particularly guard and maintenance-related services, fall outside the scope of police activities. Whatever services are included within the service delivery program of the police department should be provided to the housing project at the same level as they are provided to the rest of the community.

If, due to unique or unusual conditions peculiar to the housing project, the police department is unequipped to provide services to the project which it provides elsewhere in the community, then the proper reaction of project management should not be to seek those services elsewhere; project management should assist the police department including, if necessary, subsidization assistance, to secure the services. This is far more desirable than subsidizing a private or special-purpose police agency to secure those same services. Whatever resources the project management might muster for this purpose will be much more effectively invested in securing regular police service delivery than in financing a substitute source.

Where the security needs of the housing project require services of a nature not provided by the police department, housing management must, of course, secure them from another source. Such needs might include special guards or watchmen. There might be a need for personnel to receive specialized tenant complaints or to enforce rules or regulations peculiar to the project. The performance of maintenance services or inspection for conditions requiring maintenance service might be needed. Services such as these would normally be outside the scope of regular police activities and should be delivered by special-purpose personnel.

The creation of special-purpose police agencies for public housing, as substitutes for local police services, is not good business and it is not good government. The practice is contrary to the lessons we should have learned from past domestic history and current domestic experience. It hardly makes sense to continue fragmenting local police service delivery by creating such special-purpose agencies at a time when the New Federalism seeks to counter the effects of just such fragmentation. Let us hope and resolve that this new household word—*security*—will strengthen our existing police service delivery systems through their improvement, not weaken them through fragmentation. ©

James W. Shumar is Chief Crime and Delinquency Advisor, HUD Community Development. He has served as a police officer, municipal attorney, prosecuting attorney, defense attorney and referee of juvenile court. He is a member of the International Association of Chiefs of Police.

Good Neighbor Becomes "Brother's Keeper"

Law enforcement officials across the Nation agree that one of the most serious crime and security problems today is burglary. On a national basis, 46 percent of all serious crimes committed are burglaries—more than 2,368,400 were reported last year, an increase of 200,000 over the previous year.

Anaheim, Calif., like most growing suburban communities across the country, has been seriously affected by the burglary rate—statistics show that 51 percent of the major crime in that 36 square mile city last year was due to the burglar.

A startling statistic about Anaheim's problem is that the burglaries are primarily in residential areas and that they occur during daylight hours. Thus the local burglaries are not being committed by the professional thief. Actually, in 1971, 83 percent of the burglars arrested were under the age of 25; 42 percent were under 17 years of age.

Population has steadily increased; Anaheim currently has 186,400 residents, and estimates are that by 1980, 211,000 persons will make their homes there. This means increased pressure for many city services, including police protection. The Anaheim police force numbers 260 sworn personnel.

"Brother's Keeper" is Born

Last December, the Anaheim Police Department's Special Enforcement Bureau embarked on a program aimed at reducing the staggering statistic that burglary in the city had increased 107 percent since 1966. This is the program named "Brother's Keeper," launched through a series of lectures by members of the Special Enforcement Bureau before community service clubs, civic organizations, parent groups, schools and assemblies,

on the theory that the key to a successful anti-burglary program is citizen awareness and participation.

"Who is more aware of the activity in your particular neighborhood than you, the resident," Officer Ronald Claridge tells his audience. "That is where our program really begins—being your Brother's Keeper. We ask that you be observant and concerned for your neighbor's property as well as your own. Neighborhood people can detect something that is unusual or suspicious much quicker than our patrol cars: perhaps a strange person going house to house, an unusual car or truck. A simple call to the police department and the unusual circumstance can be checked out and perhaps a burglary foiled."

In slightly more than six months, SEB teams have made 76 lectures to an estimated total audience in excess of 3,500 city residents.

"Due to time limitations of some groups, the type of presentation varies," said Lt. Norman Cook, SEB coordinator.

Several films are available for presentation to accompany the lecture, including "Invitation to Burglary," narrated by actor Raymond Burr. Another is entitled "Rip Off."

Special displays offered for examination by community groups include samples of approved accessory locking devices—including the one-inch, dead-bolt cylinder lock, improved door viewing devices, window locks, garage door hardware and alarm systems.

"We do not promote any particular commercial device," Lt. Cook said. "Rather, we have investigated and tested many forms of locks and security devices on the market and have a list of those approved and where they may be purchased."





3



1. Mrs. Suzanne Mallory seems pleased with locking device inspected by Anaheim police officers Ken Scott (left) and Jack Davis.

2. Anaheim police officers Jack Davis (left) and Richard Plummer prepare security and lock hardware display for a local shopping center. The mobile van is provided under a Federal grant.

3. Anaheim Special Enforcement Bureau officers Ronald Claridge (left) and Frank DeWeerd, examine an approved dead-bolt locking device in preparation for a lecture/demonstration.

4. Police Chief David B. Michel (left) explains use of electric engravers to Al Barrows, president of the Chamber of Commerce. The business community, offered its support of the "Brother's Keeper" program with the donation of 20 electric engraving units.

5. Alternate locking methods for garage doors is explained to an Anaheim, Calif., resident during free home security inspection.



5

Merchants throughout Anaheim—Orange County's largest city—were contacted and voluntarily removed devices that did not meet standards established by the police department. Several stores sponsored lectures and seminars to stimulate interest in improving home locking devices.

Home Inspections

The second phase of Anaheim's "Brother's Keeper" program started in January 1973, with voluntary home inspections. Through a bi-monthly city newsletter, distributed to the 65,000 homes, residents were offered free security inspections by SEB officers.

Uniformed patrolmen respond to a citizens' request and complete a specially designed Home Security Check-List covering 16 areas in the home. Recommendations are offered by the inspecting officers, if the doors, windows, shrubs or lighting at the residence are in need of improved security. A copy of the security profile is left with the resident. In areas where several burglaries have been committed, or a trend appears to be developing, police inspection teams are sent to assist neighbors with improving the security of the homes.

"All the locks in the world, or the elaborate alarm systems will not stop the determined burglar," Lt. Cook told a group recently. "But statistics show that if a potential burglar can be slowed down five or ten minutes, he may not succeed in completing his intended mission. Moreover, he may be observed and captured."

Such was the case recently when neighbors in the western section of the sprawling community reported a suspicious man in the area. "We saw him go over the shrubs and through the window of that house," arriving officers were told. The suspect was

discovered hiding in a closet in an upstairs bedroom. He was arrested and pleaded guilty to attempted burglary.

Operation Theft-Guard

The Anaheim Chamber of Commerce and local businessmen who support the anti-burglary campaign donated 20 electric engravers, for use in the third phase of the program named Operation Theft-Guard. Special kits are provided for residents to engrave numbers of their driver's licenses on valuable personal property. The special identification both deters theft and assists the police in returning recovered stolen property, Police Chief Michel notes.

The theft-guard kits include the engraver, a valuable property inventory record sheet, and two red and white decals that can be placed on entry doors and that read "WARNING—All valuables marked for identification and can be traced by police." The warning has been found to deter the burglar.

The kits are available on a free 24-hour loan through the police information desk. Officers assigned to the patrol area near the borrower's home, pick up the kit and restock it with additional decals and inventory forms. The kits are also available through the city's check-out circulation desk at all library branches.

State Assistance

Recognizing the increasing burglary crime problem and Anaheim's interest in combating the growing statistic, the California Council on Criminal Justice selected Anaheim as a recipient of \$170,000 in Federal grant money to aide the "Brother's Keeper" program for the coming year.

California Attorney General Evelle J. Younger announced on April 1st in Sacramento, Calif., that Anaheim was one of 12 State jurisdictions selected to receive a portion of the \$2.5 million grant, under the Crime Specific program of the California Council on Criminal Justice, which was funded by LEAA.

Funds allocated to Anaheim have been used to add five additional special enforcement bureau patrolmen; to purchase several vehicles, including a mobile display van; and several pieces of specialized equipment to be used in training all department personnel and to assist in crime-scene investigations.

"When the Crime-Specific program concludes in our city next year," Police Chief Michel said, "we will have acquainted our entire staff with all aspects of the 'Brother's Keeper' anti-burglary campaign. This will include training additional inspection and lecture teams, as well as increased neighborhood patrols and intensified burglary suppression."

Evaluation and Plans

Statistics released in June in the "Uniform Crime Quarterly Report" published by the Federal Bureau of Investigation, revealed that the burglary rate nationally is up two percent over the previous reporting period. In Anaheim, according to the quarterly report, burglary dropped 19 percent, although nationally for cities of 100,000-200,000 population the rate of burglaries has dropped only two percent. "This means that we are 17 percent ahead of the national picture," Chief Michel observed.

Comparing department statistics for the time period of December 1971, through April 1972, a total of 2,028 burglaries were reported. "Brother's Keeper" was initiated in December 1972, and through April 1973, the reported burglaries were 1,796—an 11 percent decline.

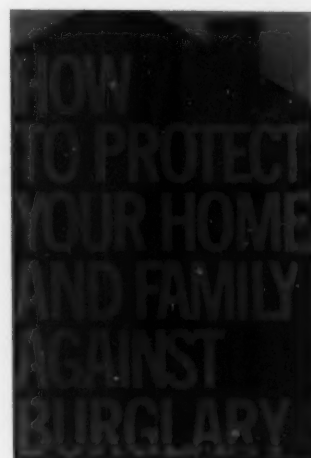
"Our program has had some success, based on the statistics," Chief Michel noted. "But more importantly, we are bringing about citizen awareness of the crime picture and a much broader citizen involvement with the local police department."

City Studying Ordinance

The police department has recommended, and the city council is considering a security ordinance applicable to all future building in the community. Such an ordinance would

require that entry doors be equipped with one-inch dead-bolt locks, improved window auxiliary locking devices and possibly additional exterior lighting. Similar ordinances have been adopted in neighboring communities which are experiencing similar growth and development.

Dean Grose
Anaheim, Calif.,



ANTI-BURGLARY TIPS

Nearly three-quarter million copies of "How to Protect Your Home and Family Against Burglary" have been distributed to homeowners. In the introduction, an official of the International Association of Police Chiefs makes the point that "the reason burglary is so popular is because we make it so easy."

The little booklet, together with a suitcase-sized "Security Kit" containing samples of deadlocks and deadbolts recommended for home use, is part of the technical counsel and product information the Kwikset division of Emhart Corporation has provided 150 police departments in such major cities as New York, Chicago, Miami and Anaheim. Copies of booklet are available from: Kwikset Division, Emhart Corporation, 816 East Santa Ana St., Anaheim, Calif. 92803.

in print

A Model Curriculum for Resident Selection and Occupancy Trainees in Public Housing Authorities and Insured Multi-Family Projects, by Center for Social Policy and Community Development, Temple University. Washington, D.C.: HUD Housing Management, February 1973. 70p.

No issue confronting public housing residents is more compelling than that of safety and security. Public housing management, municipal police forces and residents themselves, have come to recognize this problem as unique from general concerns of safety and security found in other residential communities. The higher concentration of residents per square block, increased numbers of hidden commonways, apathy toward rented property and its environment, and the general impersonalization that exists in low-income multiple-family units are major factors in the production of this situation.

In response to this problem, HUD, through Shaw University, contracted with The Center for Social Policy and Community Development of Temple University, to develop a comprehensive security program for public housing. Though essentially a training manual (in the HUD series of curriculum guides), this program explores issues that must be considered in the process of developing a comprehensive security program for public housing. They are: organizational structures of local housing authorities; the relationship between the local housing authority security force and the municipal police force; the use of residents and/or para-professionals as manpower for the program; the development of career ladders, and clearly defined job descriptions for resident security aide, resident security officer, security officer, and community security officer.

The purpose of the program described in the document is to recognize the importance of resident groups in assisting local housing authorities in devising better services; to create para-professional jobs that offer career opportunities, to prepare para-professionals for the job; and to increase the sense of community among the public housing residents.

There are detailed lesson plans for all plans of security training in the instructor's manual. In addition, several models of local housing authority security division organization are presented. It is not the intent of the authors to pose the models as final, but rather as a beginning for viewing the initiation of a security training program for local housing authorities which are clearly different in size and administration.

This program is specifically focused on these needs in

terms of security issues. "Security" is defined in such a way that community involvement, citizenship in the community and community allegiance, are essential elements in the development of a security system in public housing. Though major emphasis is placed on the utilization of para-professionals and residents in this program no attempt is made to usurp appropriate roles of professional personnel in the field of security. Rather the intent is to have these different levels of expertise complement each other in a manner that addresses the issues above and provides public housing with a more secure environment.

—Seymour J. Rosenthal
Center for Social Policy and
Community Development,
Temple University

Other Books

Threshold Analysis: A quantitative planning method, by J. Kozlowski and J.T. Hughes with R. Brown. New York: Halsted Press. 1973. 268p. Bibliography. Index. \$32.50.

A new technique in town and regional planning which identifies and measures limitations to development due to typography, land uses, and technology of infrastructure; and the costs necessary to overstep the "thresholds."

New Towns Planning and Development: A world-wide bibliography, Research Report 20. Compiled by Gideon Golany. Washington: Urban Land Institute. 1973. 255p. paperback. \$10.00.

Terrain Analysis: A Guide to Site Selection Using Aerial Photographic Interpretation, by Douglas S. Way. Stroudsburg, Pa.: Dowden, Hutchinson & Ross, Inc. 1973. 392p. Index. \$29.50.

Designed for environmental planners, this emphasizes the amount of information to be derived from proper reading of aerial photographs about topography, drainage, erosion, vegetation, etc., which are clues to a site's suitability.

Protecting Your Home Against Theft: A one-page leaflet about the simple precautions the homeowner or renter can take to discourage the thief from entering a dwelling. Available from HUD field offices.

Federal Crime Insurance

If you suspect your store or home is about to be robbed or burglarized, don't go shopping for a gun. Shop instead for Federal Crime Insurance.

That's the advice of George K. Bernstein, Administrator of the relatively little-known Federal Crime Insurance Program within HUD.

James M. Rose, Jr., Mr. Bernstein's Assistant Administrator for Crime Insurance, offers similar advice. "Crime insurance," he says, "is no substitute for police protection or better law enforcement. But it sure is a handy program for the small businessman or inner city resident who can't get private insurance, and who can afford to pay only \$20 to \$100 a year for crime protection."

Availability

The FCIP offers low cost, easily obtainable, noncancellable burglary and robbery insurance to small businessmen and residential property owners and tenants in States which have been declared eligible. A State becomes eligible for the program when the Administrator determines that affordable crime insurance is virtually impossible to get through normal channels, and when no steps have been taken at the State level to remedy that situation.

FCIP is now available in the District of Columbia and 12 States—Connecticut, Illinois, Kansas, Maryland, Massachusetts, Missouri, New Jersey, New York, Ohio, Pennsylvania, Rhode Island and Tennessee. In these areas FCIP policies can be written by any licensed property insurance broker or agent, or by the private insurance company designated under contract as the servicing company for a particular State. Over 16,000 people are already covered.

State crime insurance programs similar to the FCIP are available in California, Indiana, Michigan, New Jersey and Wisconsin.

Mr. Bernstein points out that the

FCIP has two advantages over private insurance programs. It is renewable, regardless of losses. And it's available to all in an eligible State, regardless of their occupations, or the crime rate in the neighborhood, at affordable rates which are uniform within the entire metropolitan area of any city.

"Federal programs should not become ends in themselves, nor should they preempt business that can be written by private industry," says the Administrator. "However the Federal Crime Insurance Program was enacted by Congress in recognition of the fact that many Americans who suffer the most from crime losses are unable to obtain affordable burglary and robbery insurance from private insurance companies.

"Now no individual person has to carry the financial impact of crime alone on his shoulders, as long as he has done his best to protect himself by meeting basic protective device requirements of the program which apply only to burglary insurance."

Terms of Coverage

Under the program commercial losses from burglary or robbery or both (in a combination package) can be insured in amounts from \$1,000 to \$15,000 and residential losses from \$1,000 to \$10,000. The FCIP options protect against burglary and larceny by means of forcible entry, as well as robbery, and "observed theft," when an insured victim is held up or observes the taking of his property. Property damage caused by these crimes or by attempts thereof are also covered, as in the case of window breakage.

Federal residential crime insurance also insures against burglary, up to \$500 of the contents of a locked car trunk. The residential program insures against loss of cash up to \$100 and securities up to \$500, but there is no claim limit on jewelry or furs. Resi-



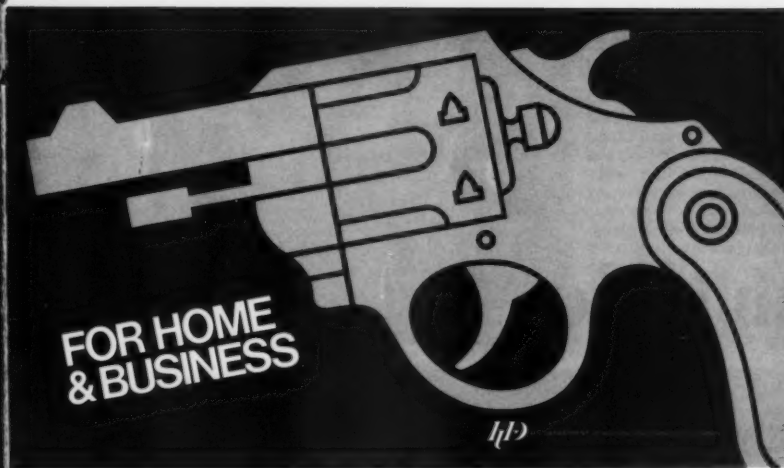
federal crime insurance

dential policy claims are subject, however, to a \$75 deductible or five per cent of the gross amount of the loss, whichever is greater.

Under the FCIP commercial policies, claims for robbery losses outside the business premises (as distinguished from on premises claims) are limited to \$5,000 unless the covered victim is accompanied by an armed guard. Theft from a night depository and burglary of a safe are also covered. The deductible on commercial policies varies from \$50 to \$200 (depending upon the gross annual receipts of the business) or five per cent of the gross amount of the loss, whichever is greater.

Cost of Coverage

Premiums vary from \$20 to \$80 a year under residential burglary and robbery coverage, depending upon the amount of coverage selected and the crime rate of the area. Low, average and high crime designations are applied over entire standard metropolitan statistical areas thus enabling inner city businessmen and residents to obtain crime insurance at rates no higher than those charged in



suburban areas.

Typical commercial premiums range from as little as \$35 for \$1,000 of burglary insurance in a low crime area for businesses with annual gross receipts totaling less than \$100,000 a year, to \$748 for burglary and robbery insurance for \$15,000 coverage in a high crime area.

Typically, for a grocery store with gross receipts under \$100,000 a year, the premium for \$1,000 of coverage is \$40 to \$60 for burglary insurance and \$48 to \$72 for robbery insurance. The premium for burglary and robbery insurance combined is \$80 to \$120 in that example.

To obtain FCIP insurance, a property owner or tenant need only fill out an application from any licensed broker or agent or the servicing company for the State, and pay half of the full year's premium. The applicant will be billed for the second half six months later, with no finance charge.

Inspection of Protective Devices

Upon applying for Federal commercial policies with the burglary, robbery or burglary-robbery options,

the storeowner will receive a mandatory free inspection of the protective devices on his business premises before a policy will be issued. Inspections are made by the servicing insurance company and paid for by the Federal Government.

Generally, doors, windows, transoms and other accessible openings must be adequately protected during nonbusiness hours, with the specific requirements varying widely by types of business.

Premises with existing policies may also receive an inspection upon payment by the owner of a nominal fee of \$10.00. If the premises fail the protective device inspection, the owner has 30 days to correct the defects. His business will continue to be insured during that time.

If a present policyholder does not opt for this inspection and later is found not to have met the protective device requirements, his claim after a burglary will be disallowed.

Inspections are not required under commercial robbery options or under residential policies. Under a residential burglary policy, however, a claim will not be paid unless the

extremely basic protective device requirements have been met.

The residential requirements stipulate that exterior doors must have a dead bolt or a self-locking dead latch, with the bolt or latch having a throw of at least one-half inch, unless utilizing interlocking bolts and striker. Sliding doors and windows at basement or ground level also must have some type of locking device.

Cooperation Encouraged

Mr. Rose joins Mr. Bernstein in urging local government officials, banking institutions, law enforcement officials and insurance agents and brokers to publicize the Federal program.

Crime prevention officers of police departments have found that the program's emphasis on protective devices assists their efforts to help the public make homes and businesses less vulnerable to crime. Consequently, in such cities as New York and New Haven the Federal Insurance Administration and the local police departments have presented joint workshops on Federal Crime Insurance and security devices. The Federal Crime Insurance Program has thus become a catalyst for greater security by aiding the public through crime prevention as well as crime insurance.

"The Federal Crime Insurance Program provides insurance against the economic losses of crime, and thus helps stabilize the vital tax base upon which the future of our cities depend," Mr. Bernstein said. "Without the help of local public officials, however, the crime insurance needs of citizens will not be adequately met."

Further information may be obtained from the Federal Insurance Administration, HUD, Washington, D.C., 20410 or your State's servicing insurance company.

Security in Public Housing

For many residents of low-rent public housing, security is a daily concern. Statistics show the poor are easy prey and frequent victims of crime. The incidence of vandalism to both project and personal property in public housing is high.

Built-in security hazards—now recognized and avoided by planners and architects—often require major alterations that management finds prohibitively expensive—and, therefore, must be dealt with by economical, alternative methods.

Residents are finding that working together, they can reduce opportunity for criminals and, therefore, the incidence of crime or vandalism. In the words of HUD Housing Management Assistant Secretary H.R. Crawford: "Project property cannot be properly protected and cared for without the cooperation of tenants. While acts of vandalism are not peculiar to public housing and are frequently not the work of project tenants, neither should the attitude of tenants to such acts be one of indifference. They should have some concern... and be prepared to help management in identifying the culprit."

Resident naiveté or carelessness—leaving a door open while at the incinerator or laundry—invites and facilitates commission of crime. Awareness can eliminate the helplessness and ineffectiveness of the indi-





LEFT—Lt. Emil Harris, acting director Bromley-Heath Community Patrol, talks with two residents as he makes his rounds of the project.

LEFT CENTER—City Councilor Frederick Langone (center) recently visited Bromley-Heath and talked with (left to right) Captain Devin, Commanding Officer Boston Police Department Housing Unit; Milton Cole, Chairman, Tenant Monitoring Committee for Community Patrol; Lt. Emil Harris; and Sgt. Wordell Loatman, Community Patrol.

LEFT BOTTOM—Mrs. Duane Page (right foreground), Women Against Crime Neighbor-Help-Neighbor chairman for Orleans Parish, goes over last minute details with WAC volunteers in the Desire Project prior to the official launching of the anti-crime program there.

BELOW—Lafon Elementary School Principal Clarence Proctor addresses a seminar sponsored by Women Against Crime to analyze reasons for crime in the Desire Project area.



vidual in the face of crime and vandalism by replacing it with community cooperation and involvement.

Concerned residents are involved in security programs in public housing developments in a number of cities. The organization, function, composition and success of the tenant programs and other resident-sponsored security efforts are as varied, however, as they are numerous. Some are loosely organized volunteers of the resident organization. Some are paid forces, with job training and career development opportunities. Others work with established programs of the community at large. All are seeking a safe and secure home and environment.

BOSTON

All 12 officers of the "Bromley-Heath Community Patrol" are present or former residents of the low-rent public housing development in Boston's Jamaica Plain district.

Patrolling by the highly visible, uniformed, but unarmed, officers began in late 1971. A jeep is used to cruise the development, which covers the equivalent of 16 city blocks and houses 5,000 residents. Effectiveness of the effort is best described by local police blotter statistics—over 70 percent reduction in crime in Bromley-Heath in the first quarter of 1973 compared to the same period the previous year.

Working two shifts, the Bromley-Heath Community Patrol provides routine surveillance 14 hours of the day, from noon to 2 a.m. When the community patrol is notified of an evening meeting scheduled by an elderly organization, the officers provide special coverage at the location and escort service if needed.

Patrol officers, trained through a cooperative agreement with the Boston Police Department, use a walkie-talkie internal communication system. Community patrol maintains a working relationship with the police department, which honors community patrol calls as equivalent to those from police officers requesting aid.

The patrol is under direction of the Tenant Management Corporation, the resident organization that manages the sprawling development of three-story walk-ups and seven-story elevator high-rise structures.

"Prior to the formation of the community patrol," says Ellis Ash, general consultant to TMC, "there was an aura of fear. Since formation of the patrol, there is a greater degree of freedom and sense of security and relaxation manifested in the Bromley-Heath community than has ever prevailed in the past."

In a related undertaking, the Bromley-Heath's TMC utilized HUD's public housing modernization program to improve exterior and stairwell lighting. The location of fixtures and selection of fixture types was a tenant process. Residents identified priorities related to security because of their sense of the areas where it was needed.

Besides improving security, the new lighting systems have also provided an opportunity for increased use of outdoor space during evening hours—particularly as an open, outdoor gathering place for young people who previously congregated in hallways.

NEW ORLEANS

Women Against Crime, an independent, nonpartisan, nonprofit organization, has 5,000 registered volunteers working on neighbor-help-neighbor, court watching, and personal safety programs in Orleans and Jefferson (La.) Parishes. In one of their activities, two-year-old WAC, sponsored by the *New Orleans States-Item* newspaper, has worked with residents and management of the Housing Authority in New Orleans' Desire public housing project since June 1972.

Working together, WAC and Desire residents adapted the program to the particular needs and problems of the housing development. Here the block leader structure for neighbor-help-neighbor is replaced by a partner system that permits watching from building to building.

Particular emphasis is placed on the Urban Squad Complaint Desk, a police unit located in the Desire project office to serve the residents exclusively. A WAC brochure for Desire residents prominently displays the Urban Squad telephone number, encourages residents to report any crime or suspicious situation they witness, and outlines basic security precautions for the home. Paste-ons for the telephone list the Urban Squad number. Residents calling reports to the Urban Squad are not required to give their name.

Tips on safeguarding home and self include use of window burglar bars, elevator security precautions, handling of obscene telephone calls, and precautions to take when an extended absence from home is planned.

Security-minded Desire residents also participate in the citywide "Operation Identification" campaign. Using the vibrograver—a small, easily operated electrical device—residents engrave their social security number on anything a burglar is apt to take—television, air conditioner, bicycle, radio. The police department, sponsor of the "Operation Identification" campaign to deter thefts, provides forms on which residents register their engraved possessions, thereby establishing a record for positive identification and recovery of stolen goods. "Operation Identification" stickers are then sent out and residents are asked to place the stickers on an outer door or window.

Vibrogravers for the Desire project were purchased from the police department by WAC. City-wide, vibrogravers are available to any citizen at firehouses.

In another WAC activity the Magnolia housing project held a special seminar with Juvenile Court judges. Requested by the residents concerned with delinquency and vandalism problems, the seminar was cooperatively sponsored by the Police Department, WAC, the Mayor's Consumer Affairs Office, the School Board, and project management. ☛

"One of the most critical problems on America's agenda today is to meet our vital energy needs. Two months ago I announced a comprehensive program to move us forward in that effort. Today I am taking the following additional measures: First, I am appointing John A. Love, Governor of Colorado, to direct a new energy office that will be responsible for formulating and coordinating energy policies at the Presidential level. Second, I am asking the Congress to create a new Cabinet-level department devoted to energy and natural resources and a new independent Energy Research and Development Administration. Third, I am initiating a \$10 billion program for research and development in the energy field, which will extend over the next five years. Finally, I am launching a conservation drive to reduce anticipated personal consumption of energy resources across the Nation by five percent over the next 12 months. The Federal Government will take the lead in this effort, by reducing its anticipated consumption by seven percent during this same period.

"America faces a serious energy problem. While we have only six percent of the world's population, we consume one-third of the world's energy output. The supply of domestic energy resources available to us is not keeping pace with our ever-growing demand, and unless we act swiftly and effectively, we could face a genuine energy crisis in the foreseeable future."

—President Richard Nixon
July 2, 1973

"No growth is not an acceptable alternative to preservation of the environment. The housing industry and government must work together to prove that growth and environmental quality are not irreconcilable.

"We've got to have growth—limited, controlled and circumspect, but growth nonetheless... There is no denying that harsh conflicts exist and that the balance between unparalleled growth and a pristine environment has not yet been found. But more and more, people are asking that such a balance be achieved."

—Governor Tom McCall
Oregon

"Our problem is not one of overpopulation nor of overbuilding, but one of poor planning and improper building.

"Still, we want growth to continue, but in a more controlled way. People are getting more conscious of the deterioration of the quality of their environment. There is talk of 'a decay of decency.'"

—Mayor Maurice A. Ferre
Miami, Fla.

"I'm convinced that the only way we're going to solve the problems of Dade County is to get a quarter of a million people out of here. Our resources are overloaded. North Biscayne Bay has an assortment of pollutants—sewage, runoff waste from the streets and construction sites, garbage from marine users to a certain extent. Also overutilized are the county water supply, streets, schools, parks, jails, courts—even the air. Municipal budgets just can't provide solutions for these problems and, as a result, the quality of life here has been declining. Our schools are in a 'garrison' state, for example. We are spending a quarter of a million dollars just for protective forces to keep order and safeguard property in the schools. In our jails, we have 10 men in space meant for five. Parks on weekends are a mess. Police Chief Bernard Garmire said recently that his men can control crime—or traffic—but not both. The spread of ghetto areas is speeding up at a fantastic rate—faster than the total inflow of new residents. A badly depressed area once was about 14 blocks long. Now it stretches four miles long and one mile wide... Not until our political people acknowledge the facts of life—that growth cannot continue forever—is a solution possible. There has been a start in this direction..."

—Arthur Marshall
Director, Division of Applied Ecology,
University of Miami, Coral Gables, Fla.

"For contractors and developers alike, ecological consideration is simply another way of describing expanded profit opportunities. The more intelligent the use of the land, the greater will be the profit potential."

—John D. Gray
Board Chairman, Omark Industries

"Environmental control has become and will remain a new dimension in Bechtel's worldwide project planning, engineering and construction activities, with the promise that the current crisis atmosphere will give way to one that is conducive to more rational and realistic thinking processes."

—Charles T. Draney
Senior Vice President, Bechtel Corp.

"Our energy problems are serious and they are real. Our environmental concerns are likewise serious and they, too, are real. We need balance and restraint—by both environmentalists and industry—as we pursue both objectives as matters of high priority national interest."

—Russell E. Train
Chairman, Council on Environmental Quality

a tenant had the final word

When H.R. Crawford came to HUD as the new Assistant Secretary for Housing Management, he brought with him a reputation as an activist manager of housing in private life.

At HUD, he established a regimen in keeping with his reputation. He instituted a series of walking tours of HUD-assisted projects as he traveled from city to city speaking and meeting his new constituency.

He not only took various staff members along on his walking tours, but on a recent weekend he invited 20 housing management officials to leave their desks and move with him into a housing project for a couple of days.

"I felt this was a good way to sensitize my staff to the real problems faced by residents in public housing," Mr. Crawford said. "We deal with housing management all day on our jobs on a theoretical basis. This was real life."

On a Friday evening the Federal officials crowded two and three to a room into a typical three-unit building in Frederick Douglass section of a public housing project in the Anacostia district of Washington, D.C. They spent Friday evening and Saturday morning touring projects in the Anacostia area and other parts of Washington. On Saturday afternoon they met with tenant representatives and then toured individual public housing units in two-man teams, stopping to talk to tenants.

They were joined in the overnight stay and tours by James G. Banks, Executive Director of the National Capital Housing Authority, Monteria Ivey, Sr., Deputy Executive Director of NCHA, and Terry C. Chisholm, former Director of the HUD Washington, D.C. Area Office.

One tenant representative, Mrs. Thelma N. Jones, chairwoman of a tenants advisory group in the Frederick Douglas area, asked that housing officials take a firmer attitude with problem tenants. While stressing that





1. HUD Assistant Secretary H.R. Crawford (center) explains to Housing Management staff members how important location is to a multifamily housing project.
2. Under the leadership of H.R. Crawford, 20 housing management officials listen to Mrs. Thelma N. Jones, who chairs a tenants advisory group in Frederick Douglass Dwellings.
3. William L. Halpern (pointing, left) questions H.R. Crawford about the various HUD-assisted housing programs available to low-income citizens. He and James J. Tahash (standing, right) are members of Mr. Crawford's staff.
4. Meeting in a public housing project office, twenty Federal and Washington, D.C. housing officials heard first-hand reports on the local situation from tenant representatives. Left to right: Terry C. Chisholm, former Director of the HUD Washington Area Office and now in Headquarters; James G. Banks, Executive Director of the National Capital Housing Authority (leaning against wall); and George W. Ball, HUD Housing Management staff.



only a small minority of tenants are involved in vandalism, she said "that minority has the majority so scared, so disgusted that the only thing they can do is to move on to another public housing unit." She added, "we want HUD and other agencies to get tough with vandals."

Mr. Crawford pointed out that a heavy concentration of subsidized housing had created serious problems in the Anacostia area. "Obviously there was a lack of coordinated planning of these projects—not only here, but in other cities as well," he said. "Mistakes in planning and bad management are major reasons for the bad conditions in public housing and other HUD subsidized properties."

It was a tenant who had the final word and illustrated the practical impact of the exercise on the housing staffers. The officials, who stayed overnight on cots, experienced a night without heat and a morning with no hot water. When one of the officials mentioned the problem, an unnamed tenant explained the facts of project life: "That's how life is here," he said. "Many times that happens. It didn't kill you." ☺

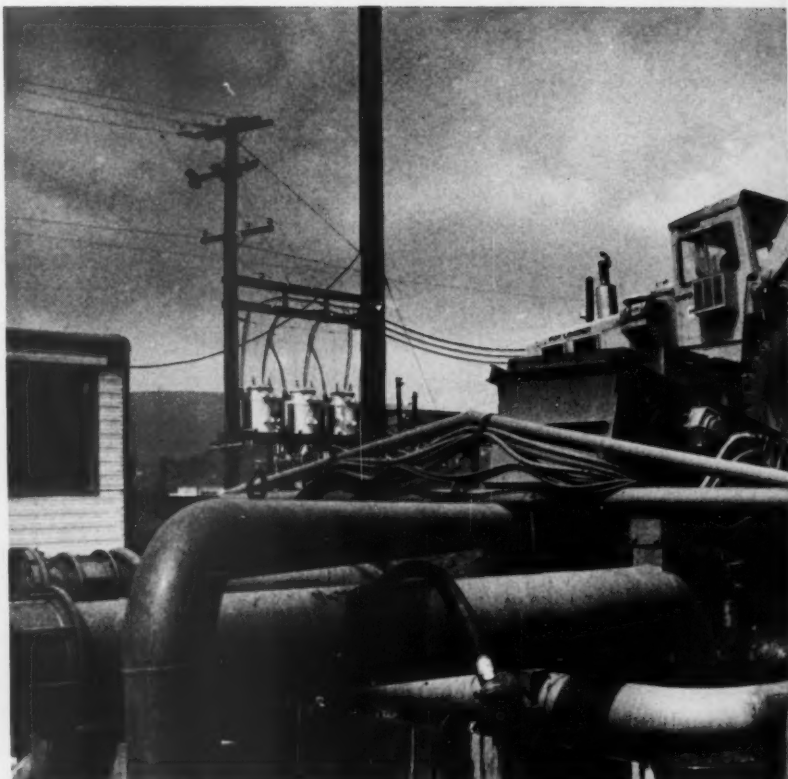
Backfilling Abandoned Mines

Concern about the subsidence of abandoned mines under the city of Rock Springs, Wyo., intensified in early 1967 when ground over mine voids began to collapse.

Abandoned for over 35 years, the mines formed a massive catacomb under more than 80 percent of Rock Springs and threatened incalculable losses to the homes and property of residents. In direct danger were some 635 homes and 80 business establishments valued at over \$17 million in a 200-acre area of the city. Potential damage was estimated to be a 20 to 50 percent decline in market value, significant damage to over 500 buildings, losses to property owners of over \$5 million, and \$600,000 in damage to public utilities and facilities. The cost of backfilling the entire critical area to prevent further settling was estimated at \$3 million.

In October 1970 the Dowell Division of Dow Chemical Company contracted for a 2.7-acre backfill demonstration in a residential area of the city. The company was eager to prove that its subsidence prevention process could be applied more efficiently and carried out in considerably less time than a conventional system.

Total funds committed to the Rock Springs demonstration amounted to \$482,500. This included a \$170,000 grant from HUD; a mapping contract and a grant totaling \$72,500 from the U.S. Bureau of Mines; a \$10,000 grant from the Union Pacific Railroad; a \$200,000 grant from the State of Wyoming; and \$20,000 from Dow Chemical's Dowell Division and \$10,000 provided by the State in order to qualify for HUD 701 Planning Assistance. The total cost of the project was \$245,000 plus \$237,500 in related funds commitment for future uses such as additional mapping and further backfilling.





TOP LEFT—In Scranton, refuse dumped into the waiting hopper is mixed with water previously pumped from the mines. The pipe in the right foreground carries the mixed slurry into the mine below. FAR LEFT—In Rock Springs, homes and driveways were weirdly twisted by subsidence pressures. ABOVE—Fractured concrete is a common sight in Rock Springs. NEAR LEFT—The only visible pipes in Scranton were placed above ground to avoid freezing during the winter; however, the majority of the pipeline is beneath the city's streets.

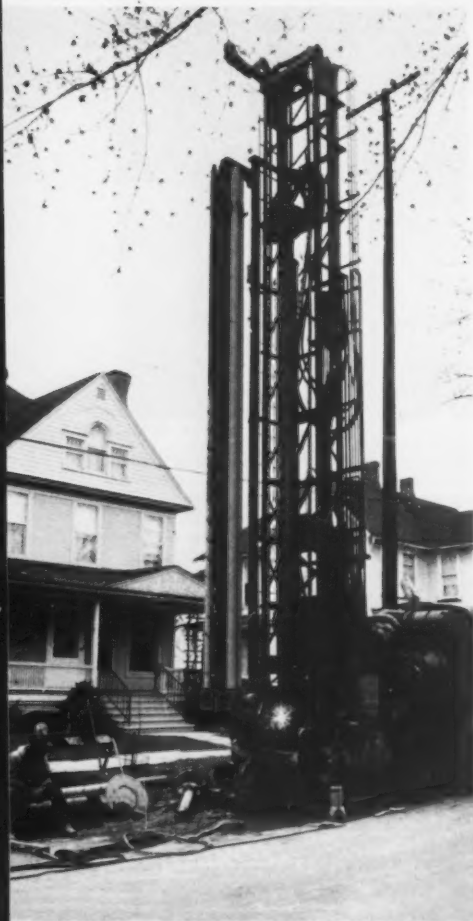


The backfilling technique proposed by Dowell had never been tried before. It called for the injection of sand into the mine shafts in slurry or water-mixed form. Specially designed blending and pumping units made high-speed injection possible using water from the mine shafts for the mix.

The backfilling in the square block demonstration area was completed in 10 days. This record pace was achieved with an injection rate of from 150 to 300 barrels of water per minute and a mixture rate of three pounds of sand per gallon of water.

ABOVE—Three-quarters of a mine refuse pile larger than a city block will be crushed, mixed with water and pumped underground to remove a 30-year-old eyesore from Scranton.

LEFT—The second of two openings into the deepest mine is drilled in Scranton. Pipes were laid under the streets and drilling rigs extended the pipeline into the mines to be filled.



The slurry was injected through a single borehole.

Conventional backfilling systems call for flushing dry sand or similar material down a series of boreholes in the mine shafts. This system is difficult to use for mine voids directly beneath buildings because the fill material formed cone-like stacks beneath each opening and did not fill the entire void. Engineers were unable to check the depth of fill in areas where there were no boreholes.

The Dowell process, on the other hand, forces slurry into the mines under hydraulic pressure, permitting the shafts to be filled to within two inches of their ceilings. Engineers are able to monitor the depth of the fill daily if they wish to do so.

The success of the Rock Springs demonstration has had a substantial impact. The Department of the Interior has authorized an \$800,000 grant to the city for mapping and backfilling an area that includes four blocks of an urban renewal area funded by HUD. In addition, the Bureau of Mines has contracted with the Dowell Division to conduct a similar demonstration in Scranton, Pa., another former mining town with a honeycomb of deep coal mines running beneath its surface. The Bureau also plans to launch a \$5 million operation in Pennsylvania's Wyoming Valley sometime in the future.

The Rock Springs project provides valuable experience for use in other communities faced with similar threats.

EDITORS' NOTE: "A Demonstration Project Carried Out by the City of Rock Springs, Wyo.," a technical report prepared by Candeub, Fleissig and Associates, consultants, and supported by a demonstration grant from HUD's Office for Policy Development and Research, is available from the National Technical Information Service, Springfield, Va., 22151, by ordering number PB 212-708 for \$3.00. A summary report on the project, providing guidance for other communities with similar problems, will be released by Rock Springs.

NEW HUD OFFICIALS

President Nixon's two most recent appointees to HUD bring valuable experience in community development—one in a newly created post and the other as an Assistant Secretary.



Alberto F. Trevino, Jr., is the General Manager of HUD's New Communities Corporation. As chief executive officer of this recently created Corporation, he will administer the New Communities Program.

Before coming to HUD Mr. Trevino was president of Urban Interface Group in Laguna Beach, Calif. The company is a research and management organization specializing in urban development and planning.

He has served as a consultant to the U.S. Cabinet Committee on Opportunity for the Spanish Speaking and also as a consultant to HUD in community development and industrialized housing.

From 1961 to 1966 Mr. Trevino served as chief planner for the Irvine Company of Newport Beach, Calif., and from June 1966 to the end of 1968, was manager of community research and planning operations for

the Community Development Division, General Electric. Until August 1970, Mr. Trevino was president of Concept Environment, a firm involved in industrialized housing.

The 42-year-old Los Angeles native received his Bachelor of Science degree from the University of California in Berkeley in 1957, and his Master's degree from the Harvard School of Design in 1958. He is a member of the American Society of Landscape Architects, the Harvard Club of Southern California, the University Club of Los Angeles, and served as a director of the Los Angeles National Bank.



David O. Meeker, Jr., is President Nixon's choice for HUD Assistant Secretary for Community Planning and Development. Mr. Meeker comes to HUD from his post as Deputy Mayor of Indianapolis, Ind.

After 13 years with the architectural and engineering firm of James Associates, Inc. in Indianapolis, Mr. Meeker became director of the Indianapolis Model Cities program in 1968. For one year he was acting director of the Indianapolis Depart-

ment of Metropolitan Development until his appointment as director in 1970. His service as Deputy Mayor began in 1972.

Mr. Meeker received his Bachelor of Architecture degree from Yale University in 1950. In 1961, he received a Fulbright Fellowship for Advanced Study and a Royal Danish Government Fellowship for Advanced Research in Architecture. This resulted in a Certificate in Architecture from the Graduate School for Foreign Students of the University of Copenhagen and Royal Academy of Art.

Mr. Meeker has held office and been active in numerous professional and civic organizations, among them the Indiana Society of Architects, Indianapolis Chapter of American Institute of Architects, National Association of Housing and Redevelopment Officials, Indianapolis Urban League, Christian Theological Seminary, and Marion County Association for Mental Health. In 1969 he was selected as the "Man of the Year in Construction" by the Indiana Subcontractors Association and received the Good Government Award in 1971 from the Indianapolis Jaycees. In 1973, he was named to the College of Fellows of the AIA.

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